

21.04 HOUSING AND RESIDENTIAL DEVELOPMENT

28/05/2015
C107

21.04-1 Overview

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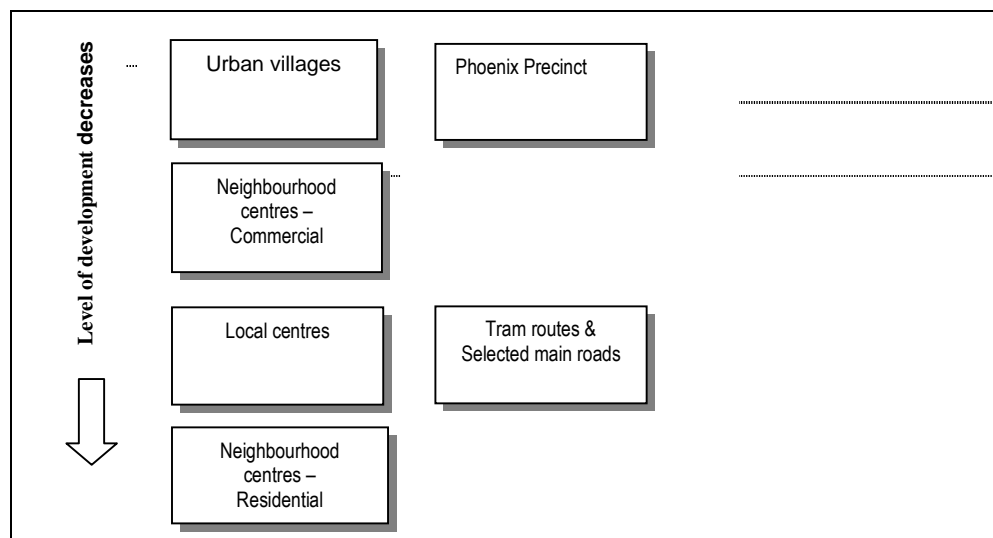
The majority of Glen Eira is residential. The City has historically undergone considerable redevelopment due to multi-unit development and the demand is expected to continue. It is recognised that to support a balanced population in the future, there is a need for a mix of dwelling types. Over the next 20 years, the City will undergo moderate population growth and will see a continued decline in household sizes. As a consequence, there will be a need to plan for the additional 6,000 dwellings which are predicted for Glen Eira by 2021 as well as encouraging a more diverse housing stock (Department of Infrastructure, 1999, Victoria in Future). Providing a wider range of housing types will address the changing housing needs of Glen Eira’s existing population (eg empty nesters seeking smaller homes, people beginning families, older people seeking retirement housing). Notwithstanding this, the City of Glen Eira is committed to protecting the amenity and neighbourhood character of the municipality. Glen Eira residents place a high importance on maintaining the quality of their environment.

In managing the municipality’s projected housing demand, Council supports a targeted approach to meet its future housing needs. A targeted approach involves identifying areas throughout the City where multi-unit development is encouraged and facilitated through local planning policies and statutory controls. Various locations have been identified that are suitable for multi-unit development based on a number of factors including:

- Access to services, facilities and fixed route transport.
- Housing need and capacity of residential areas to support new development.
- Residential character.
- Constraints (environmental, infrastructure, heritage).

A number of different categories of housing diversity areas have been developed for Glen Eira. A different density, mass and scale of development is sought for each type of area and different issues should be taken into account. This hierarchy is expressed in the diagram below.

Hierarchy of housing diversity areas



Properties in locations close to public transport and services are generally sought after by the housing market because of their intrinsic locational advantages. Even in the absence of policies which encourage development in activity centres a significant proportion of the

market would tend to gravitate towards these locations because of their intrinsic locational advantages. In this context Council policies which “encourage” higher densities in activity centres are not in themselves creating change. Having a clear hierarchy of housing diversity areas will assist the housing market in making choices about where to locate.

There are numerous environmental, social and economic benefits in locating multi-unit development close to public transport and services. By locating multi-unit development close to public transport and other facilities there is a reduced reliance on the car, which in turn reduces emissions, congestion and parking issues. There are also environmental benefits such as encouraging walking and cycling and increased opportunities for public transport use. Locating housing close to public transport promotes social sustainability by encouraging development which will meet people’s housing needs. It offers residents’ housing choices that will enable them to stay in the community when their housing needs change. It also encourages economic sustainability by stimulating and improving the vitality of commercial centres.

Encouraging a mix of housing types, increased residential densities and mixed use developments in urban villages and neighbourhood centres will help to stimulate and revitalise Glen Eira’s shopping centres. Residential development in these locations should help create safer, more attractive and lively community focuses. There would be increased opportunities to work and obtain services nearer to where people live. The ongoing viability of centres would benefit from more housing and people in and around them using goods and services.

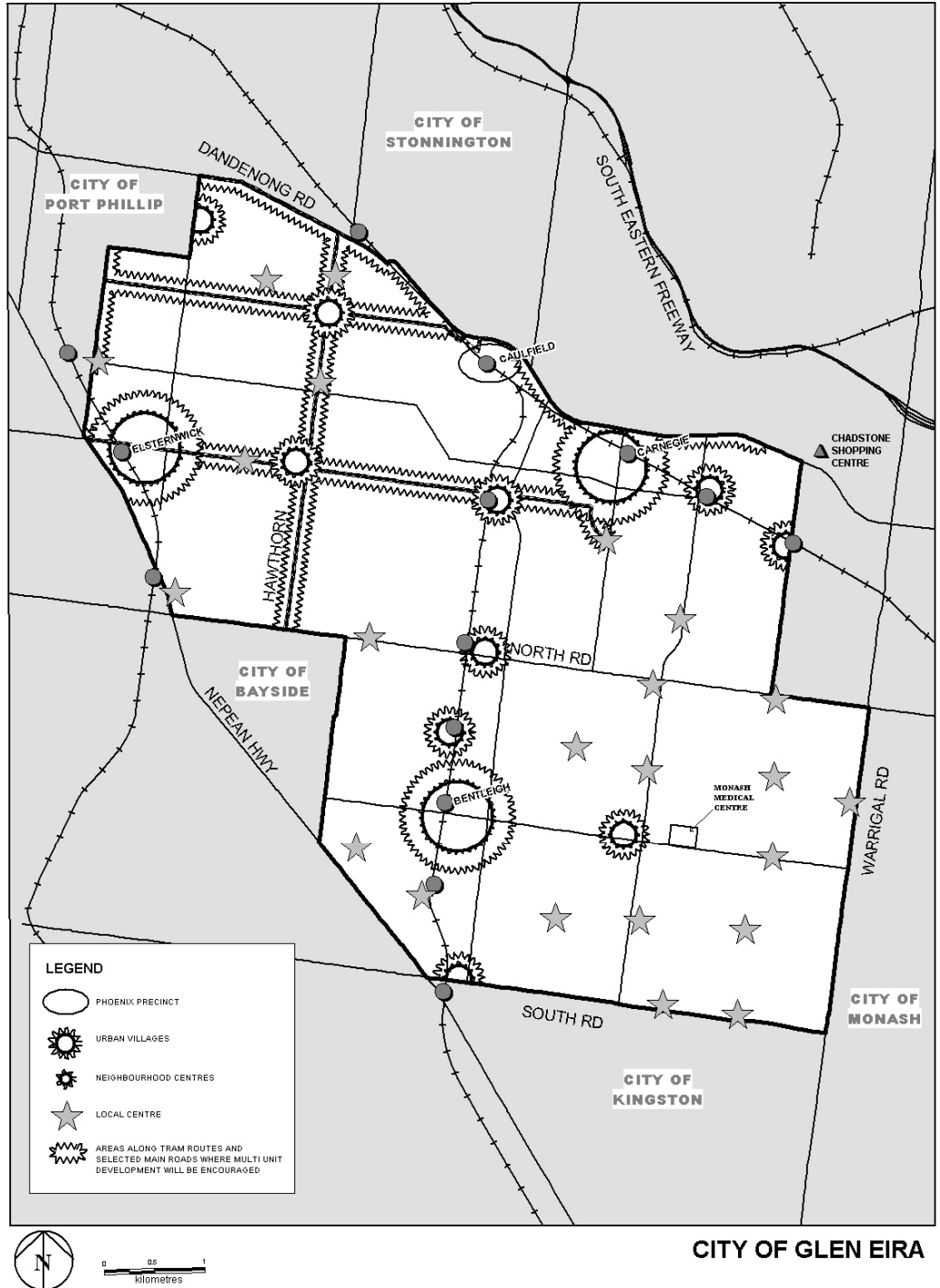
The City of Glen Eira aims to protect the amenity and neighbourhood character of the established residential areas. For the majority of the city, single houses, extensions to existing houses and two dwelling developments are the envisaged type of housing. By generally limiting development to this level, existing neighbourhood character can be protected while still promoting a range of housing throughout the municipality. To increase housing diversity and meet housing needs, other areas of the city will need to accommodate a degree of change in character. While the character of these areas is established, it will evolve over time as new developments are constructed

Glen Eira’s residential neighbourhoods include a number of distinct areas that have been identified for their highly significant neighbourhood character. These areas display attributes such: as a highly consistent building style and/or form; a high number of intact buildings from a particular era of the City’s development, and/or distinct landscape quality. These areas of significant neighbourhood character are considered to be under particular threat from inappropriate development and as such warrant further protection through the application of Neighbourhood Character Overlay controls.

Accessing appropriate, affordable and sustainable housing is vital to the well being of Glen Eira’s community. It is also important to facilitate housing suited to specific groups in the community for example older persons, students and residents with special housing needs. Another objective of Council is to promote the integrated planning of the city. Integrated planning involves working with the community, residents, traders, service providers and other stakeholders to enhance the quality of Glen Eira’s suburbs and their environmental, economic and social sustainability. Integrated planning involves looking beyond traditional town planning solutions. It is important to encourage people to participate in the development of their city and to develop overall visions and plans for areas. It involves holistically looking at a wide range of issues in the local community including; infrastructure, social planning, economic development, recreation and capital works.

Framework plan

RESIDENTIAL



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Objectives, Strategies and Implementation

Objectives

- To ensure a greater diversity of housing to meet future housing needs.
- To improve and protect the liveability, neighbourhood character and amenity of Glen Eira.
- To promote environmental, social and economic sustainability.
- To stimulate and improve the vitality of Glen Eira's commercial centres.
- To improve access to housing for residents with special housing needs.
- To ensure integrated neighbourhood planning of Glen Eira's suburbs.

Objective 1

To ensure a greater diversity of housing to meet future housing needs.

Strategies

- Maintain predominantly low density detached housing in areas not identified for housing diversity (minimal change areas) while ensuring that these areas contribute to housing diversity by providing a range of opportunities for new development.
- Guide multi-unit development towards obvious strategic locations that have good access to public transport, commercial, community, educational and recreational services and facilities.
- Encourage residential uses on large former industrial sites and other transitional sites that are surrounded by established residential areas and are well served by infrastructure.
- Recognise that in areas of heritage significance or potential flooding the ability to develop multi-unit development may be limited.

Objective 2

- To improve and protect the liveability, neighbourhood character and amenity of Glen Eira.

Strategies

- Ensure new residential development enhances the character of the neighbourhood.
- Facilitate high quality urban design and architecture that will enhance neighbourhood character.
- Identify and protect areas of significant neighbourhood character.
- Ensure that potential character and amenity impacts are taken into account when multi-unit developments are proposed adjacent to lower density residential areas.
- Identify a preferred future character for housing diversity areas.
- Encourage the retention of existing dwellings that contribute significantly to the character of the surrounding neighbourhood.

- Promote a low intensity of development as the preferred character for the majority of Glen Eira's residential areas (minimal change areas).
- Ensure that new residential development improves the streetscape and promotes good streetscape design.
- Ensure that new residential development provides a high level of amenity for future occupants and for neighbours.
- Encourage the retention of existing vegetation, in particular vegetation and trees which contribute to the City's tree canopy.
- Ensure that gardens and trees are incorporated into new residential development.
- Encourage street tree planting throughout the city, while focussing on housing diversity areas to soften the impact of the built form.
- Protect the amenity of residential areas adjacent to other non residential land uses.

Objective 3

- To promote environmental and social sustainability.

Strategies

- Reduce the reliance on private vehicle usage.
- Encourage multi-purpose trips.
- Encourage energy efficient housing design, landscape design, construction materials and techniques that will minimise environmental impacts in residential developments.
- Encourage residents and developers to adopt more environmentally friendly practices such as reducing water usage, recycling and reducing energy use.
- Encourage rainwater retention and usage in larger developments.

Objective 4

- To stimulate and improve the vitality of Glen Eira's commercial centres.

Strategies

- Encourage a mix of housing types, increased residential densities and mixed use developments within urban villages and neighbourhood centres.
- Encourage residential development, where considered appropriate, subject to consultation with traders and the wider community, above or below existing car parks in urban villages and neighbourhood centres, whilst maintaining or enhancing the existing level of parking.
- Ensure that developments in commercial areas that adjoin residential areas are sensitively designed to protect residential amenity.
- Ensure residential development in commercial areas does not contribute to traffic and car parking problems.

Objective 5

- To improve access to housing for residents with special housing needs.

Strategies

- Encourage housing which caters for the needs of residents at various stages in their lives and for different income and cultural needs.
- Recognise the housing needs of members of the community who are socially and economically disadvantaged.
- Encourage the provision of housing that meets the specific needs of specific groups in the community, including older persons, students and disabled persons.
- Encourage the provision of single storey and purpose designed housing to cater for Glen Eira's ageing population.
- Encourage the development of high quality student accommodation close to educational establishments that minimises potential conflicts with neighbouring uses.
- Encourage housing that meets special needs to locate close to shopping and community facilities and public transport.

Objective 6

- To ensure integrated neighbourhood planning of Glen Eira's suburbs.

Strategies

- Encourage different areas of Glen Eira to recognise and develop their own identity.
- Ensure that the community is involved in decision making about their neighbourhood.
- Ensure that the traffic impacts are adequately addressed when considering new residential development.
- Encourage the planning of any further or future redevelopment of major facilities (such as schools and hospitals) and minimise impacts on the surrounding residential area.
- Ensure that where new development places an increased burden on infrastructure it contributes to the upgrading of infrastructure.

Implementation

Policy and the exercise of discretion

- Using the Housing Diversity Area Policy to identify in the Suburb Framework Plans the areas where housing diversity will be encouraged and areas where the existing low intensity, low rise character will be protected and enhanced.
- Using the Minimal Change Area Policy to identify the valued character elements of suburbs in the municipality.
- Using the Urban Villages Policy to promote higher development densities, a mix of shops, offices, community facilities and recreation close to public transport in Elsternwick, Carnegie and Bentleigh.
- Using the Phoenix Precinct Policy to provide area-specific design, streetscape and preferred use objectives for the Phoenix Precinct.
- Using the Commercial Centres Policy to strengthen the core of strip shopping centres, identify declining centres and identify new opportunities for non-retail functions.

- Using the Non Residential Uses in Residential Zones Policy to provide some certainty when planning to establish non residential uses in residential zones (eg medical centres, childcare centres).
- Using the Monash Medical Centre Precinct Structure Plan to ensure that medical centres locate within a preferred medical centre precinct offering greater certainty to residents, applicants and Council.
- Using the Heritage Policy to manage new development (including additions, alterations and demolition of all or parts of a heritage place) in all areas covered by the Heritage Overlay.

Zones and overlays

- Applying the Neighbourhood Residential Zone, General Residential Zone and Residential Growth Zone to the residential areas of the municipality to provide for residential development at a range of densities with a variety of dwellings to meet the City's housing needs.
- Applying the Schedules to the Neighbourhood Residential Zone, General Residential Zone and Residential Growth Zone to the residential areas of the municipality.
- Applying the Mixed Use Zone or Commercial 1 Zone to areas with potential for mixed use development and to transitional sites at the periphery of Urban Villages and a number of neighbourhood centres to provide for a range of residential, commercial, industrial and other uses which compliment the mixed use function of the locality.
- Applying the Heritage Overlay to precincts, buildings and places with heritage significance.
- Applying the Special Building Overlay to areas that are prone to flooding.
- Applying the Neighbourhood Character Overlay to areas of significant neighbourhood character.
- Applying the Design and Development Overlay to areas of significant neighbourhood character, in which the design and height of front fences is a key character element.

Further strategic work

- For housing diversity areas, in conjunction with Melbourne Water, further investigating the capacity of drainage infrastructure to accommodate multi-unit development.
- Maintaining a register of key development sites and preparing guidelines for their development.
- Developing local structure plans / urban design frameworks to guide development in the neighbourhood centres.
- Investigating a vegetation management program which considers appropriate controls and guidelines to ensure vegetation protection.
- Reviewing the Glen Eira Street Tree Strategy.
- Developing guidelines for shop-top housing.
- Developing guidelines for health, safety and amenity issues associated with mixed use sites.
- Developing environmental sustainability guidelines for residential development by drawing together the best practice in this area to ensure that new residential development is more environmentally sustainable.
- Investigating the development of an integrated transport strategy encouraging greater use of bicycles, walking and public transport.

- Continuing to monitor the population profile and future trends to identify emerging housing needs and unmet demands for those with special or particular housing needs.
- Working with Monash University to develop guidelines for student housing.
- Preparing an Older Persons Housing Guidelines and Policy to guide the future planning, design and location of this form of accommodation.
- Strongly encouraging major institutions in Glen Eira, including schools and hospitals, to develop master plans of their future development and including them into the Planning Scheme as an Incorporated Plan Overlay.
- Developing “suburb” plans for each suburb which integrate land use and development planning, with planning for infrastructure, capital works, recreation, parks and gardens, street trees and business development.

Other actions

- Monitoring development approvals to determine whether development is locating in housing diversity areas and assessing the quality of this development.
- Investigating developing and promoting a heritage incentives program to encourage the restoration and renovation of properties in the Heritage Overlay.
- Involving the community in streetscape and other improvement works to enhance residential amenity and suburban character.
- Lobbying public transport providers and the State Government to provide better transport across Glen Eira and Metropolitan Melbourne.
- Working with the public transport providers to upgrade the image of train stations and to improve pedestrian accessibility to the stations.
- Developing local area traffic management plans and parking precinct plans to control the effects of parking and traffic intrusion in residential areas.
- Implementing local area traffic management changes in existing areas in consultation with communities to improve safety and amenity and discourage use by inappropriate traffic.
- Continuing to implement the program of developing master plans for larger parks and ensuring community involvement in the process.
- Investigating improving the public realm throughout the municipality by more appropriately directing street tree planting, giving priority to housing diversity areas.
- Investigating mechanisms which require developers to undertake street tree planting.

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Reference documents

Housing and Residential Development Strategy, Glen Eira City Council, 2002

Urban Character Study, Anne Cunningham & Anne Keddie, 1996

Urban Village Structure Plans, Glen Eira City Council, 1999

Phoenix Precinct Urban Design Framework, Gerner et al, 1998

Glen Eira Neighbourhood Character Review 2006 (2014 Update) Final Report November 2014, Planisphere.